

Message Text

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ACTION IO-14

INFO OCT-01 ISO-00 SSO-00 NSCE-00 USIE-00 INRE-00 SS-15

SP-02 L-03 H-01 NSC-05 PA-01 PRS-01 CIAE-00

COME-00 EB-07 INR-07 LAB-04 NSAE-00 SIL-01 OIC-02

AF-10 ARA-10 EA-07 EUR-12 NEA-10 /113 W

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FM USMISSION GENEVA

TO AMEMBASSY ADDIS ABABA IMMEDIATE

SECSTATE WASHDC IMMEDIATE 8427

C O N F I D E N T I A L GENEVA 4989

E.O. 11652: GDS

TAGS: PLAB ILO ET

SUBJECT: INTERNATIONAL LABOR CONFERENCE

REF: A. ADDIS ABABA 3795; B. GENEVA 4796

1. AS INDICATED REFTEL B, CITING OF ETHIOPIA WAS PROPOSED AS GROUP ACTION BY WORKER MEMBERS OF COMMITTEE AND SUPPORTED BY EMPLOYER GROUP IN COMMITTEE ON APPLICATION OF CONVENTIONS AND RECOMMENDATIONS (CACR). OBJECTIVE DATA PRESENTED BY COMMITTEE OF EXPERTS (COE) MADE IT IMPOSSIBLE FOR U.S. DELEGATE TO ABSTAIN OR OPPOSE CITING OF ETHIOPIA ON SPECIAL LIST, PARTICULARLY IN VIEW OF U.S. INSISTENCE THAT TECHNICAL WORK OF ILO MUST BE APOLITICAL AND SUBJECT TO OBJECTIVE AND UNIVERSAL CIRTERIA. THUS, VOTE OF U.S. DELEGATE FOLLOWED GENERAL INSTRUCTIONS AND WAS CONSISTENT WITH U.S. POLICY TOWARD ILO.

2. FOR MANY YEARS, WORK OF CACR HAS BEEN CORRUPTED EITHER IN CASR OR IN PLENARY OR BOTH BY ILO MEMBERS WHO HAVE ACTED ON THE BASIS OF "SPECIAL RELATIONSHIP", BI-LATERAL ISSUES, OR BLOC SOLIDARITY RATHER THAN ON BASIS OF FACTS PRESENTED. THIS SITUATION--THE DOUBLE STANDARD--LED TO OUR NOTICE OF INTENT TO WITHDRAW AND IS ONE OF FOUR POINTS MENTIONED IN NOV 5, 1975 LETTER. SINCE THEN
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WE HAVE MADE REPEATED EFFORTS, THROUGHT DEMARCHES AND BY SPECIAL EMISSARIES, TO CONVINCE ILO MEMBERS THAT U.S. CONSIDERS IMPARTIAL AND NON-POLITICAL REVIEW OF OBJECTIVE FACTS A FUNDAMENTAL PRINCIPLE IN THE ILO. USDEL REGRETS THAT APPARENTLY EPMG, ACCORDING TO VIEWS EXPRESSED BY U.S. EMBASSY IN REFTEL, UNABLE OR UNWILLING TO UNDERSTAND OR ACCEPT THIS.

3. WITH RESPECT TO ETHIOPIA, USG DECISION TO VOTE IN CACR FOR SPECIALIST WAS MADE AFTER CASE HAD BEEN PRESENTED AND ETHIOPIA HAD RESPONDED. INITIAL ETHIOPIAN RESPONSE WAS ESSENTIALLY DENIAL THAT TRADE UNION FREEDOMS HAD BEEN ABRIDGED AND CHARGE THAT COMMITTEE OF EXPERTS WITHOUT COMPETENCE TO REQUEST DATA OR SUGGEST CONCLUSIONS. HARDLINE, NONFORTHCOMING ATTITUDE CONTRIBUTED GREATLY TO WORKER AND EMPLOYER GROUP DECISIONS. SECOND ETHIOPIAN INTERVENTION WAS MORE CONCILIATORY IN TONE, BUT STILL NON-RESPONSIVE TO QUESTIONS RAISED BY COMMITTEE OF EXPERTS. THIS WAS SECOND CONSECUTIVE YEAR IN WHICH ETHIOPIA HAS BASICALLY NOT RESPONDED TO QUESTIONS OF COMMITTEE OF EXPERTS, AN IMPORTANT FACTOR IN MOVE TO PLACE ON SPECIAL LIST.

4. SIGNIFICANCE OF SPECIAL LIST IS TO CALL ATTENTION (WITHOUT FURTHER COMMENT OF CONFERENCE) TO CONTINUING VIOLATION OF CONVENTION OBLIGATION BY OFFENDING GOVT IN HOPE REMEDIAL STEPS WILL BE PRIOR TO NEXT CONFERENCE. CITATION CONTAINS NAME OF COUNTRY AND CONVENTIONS VIOLATED BUT MENTIONS NEITHER SANCTIONS NOR PUNISHMENT. WHILE MORE SEVERE MEASURE THAN "SPECIAL PARAGRAPH" SUGGESTED BY IMEC COUNTRIES (REFTEL B), SPECIAL PARAGRAPH GOES INTO DETAIL AS TO NATURE OF ALLEGED VIOLATIONS AND IS THEREFORE MORE EXPLICITLY CRITICAL THAN SIMPLE LISTING OF COUNTRY NAME, CONVENTIONS VIOLATED AND CRITERION APPLIED.

5. ETHIOPIA ONLY COUNTRY CITED UNDER CRITERION 7 (SPECIAL LIST) IN 1977 CACR REPORT. FOLLOWING COUNTRIES CITED IN SPECIAL PARAGRAPH

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GRAPHS FOR REASONS GIVEN: ARGENTINA, BOLIVIA, LIBERIA, USSR, VIOLATIONS OF CONVENTION 87 INSURING FREEDOM OF ASSOCIATION AND RIGHT TO ORGANIZE: CHILE, CZECHOSLOVAKIA, CONVENTION 111 PROHIBITING DISCRIMINATION IN EMPLOYMENT AND OCCUPATION: LIBERIA, USSR, CONVENTION 29 PROHIBITING FORCED LABOR: UGANDA, CONVENTION 105 PROHIBITIONS AGAINST FORCED LABOR.

6. GIVEN MODALITY OF RAISED HAND VOTING, U.S. DELEGATION NOT CERTAIN ETHIOPIANS AWARE U.S. ONLY GOVERNMENT VOTING TO PUT ON SPECIAL LIST. IF ISSUE IS RAISED BY EPMG, SUGGEST RESPONDING ALONG FOLLOWING LINES (A) SPECIAL LIST IS ATTEMPT BY CONFERENCE TO INVITE CLOSER SELF-EXAMINATION BY GOVT CITED AND ELICIT MORE FORTHCOMING RESPONSE AS TO EFFORTS CONTEMPLATED OR BEING TAKEN TO BRING GOVT IN COMPLIANCE WITH OBLIGATIONS AGREED TO AT TIME ILO CONVENTION RATIFIED. (B) DURING PAST TWO YEARS EPMG RESPONSE TO QUESTIONS OF COE HAS BEEN CLEARLY INADEQUATE. EPMG HAS NOT BEEN FORTHCOMING IN EITHER RESPONDING TO COE QUESTIONS AND OBSERVATIONS OR IN INDICATING STEPS, HOWEVER GRADUAL, IN MOVING TOWARD IMPLEMENTATION OF CONVENTION. (C) GIVEN U.S. CONCERN THAT ILO CONVENTIONS BE APPLIED EQUALLY AND FAIRLY TO ALL, -- A CONCERN SHARED BY MANY ILO MEMBERS, INCLUDING, WE HOPE, THE EPMG, SINCE THIS IS IN ITS OWN INTEREST, -- USDEL VOTED IN ACCORDANCE WITH INFORMATION (IN-

CLUDING ETHIOPIAN RESPONSE) AVAILABLE TO COMMITTEE.

7. FOLLOWING IS TEXT OF CITATION: QUOTE: APPLICATION OF RATIFIED
CONFENTIONS

(7) THE COMMITTEE EXAMINED THE APPLICATION OF CERTAIN CON-
VENTIONS IN VARIOUS COUNTRIES AND NOTED WITH GRAVE CONCERN THAT
IN SOME OF THEM THERE WAS CONTINUED FAILURE TO IMPLEMENT FULLY
THE CONVENTIONS CONCERNED AND THAT FULL INFORMATION SHOULD THERE-
FORE BE SUPPLIED ON THE MEASURES TAKEN TO ENSURE SUCH COMPLICANCE.
THE COMMITTEE DRAWS PARTICULAR ATTENTION, IN THIS CONNECTION, TO
THE FOLLOWING CASE: ETHIOPIA (CONVENTION NO. 87). END QUOTE.

8. SINCE THE ABOVE WAS DRAFTED, CONFERENCE PLENARY, THROUGH
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MASSIVE ABSTENTIONS, VOTED NOT RPT NOT TO ACCEPT THE REPORT OF
COMMITTEE ON APPLICATION OF CONVENTIONS AND RECOMMENDATIONS.
FURTHER INFORMATION WILL FOLLOW.
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